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DD / S REGISTRY
FILE *O + M*

6 March 1969

MEMORANDUM FOR: Mr. Coffey

Mr. Bannerman

SUBJECT : Support Services Staff Critical Review of Office Operations

REFERENCE : Memo dtd 27 Jan 69 for DD/S frm C/SSS, subj:
Critical Review of Office Operations (DD/S 69-0436)

1. Several days ago I forwarded to you a copy of the indepth critical review of office operations prepared by the Support Services Staff. (Reference: DD/S 69-0436) At the time I indicated that I did not believe the paper in its present form could be the basis for the action suggested in the last paragraph (paragraph six - recommendations). It was my opinion that a more appropriate way of handling the action suggested by C/SSS would be through the submission of a series of papers on specific issues which could consider both the pros and cons of specific recommendations as well as possible alternative courses of action.

25X1 2. At the time of dispatching the above noted memo to you, I discussed the entire SSS critical review in some detail with [] and subsequently to that time discussed with him the attached memo which indicates our suggestions to [] as to how to proceed in requesting or effecting the desired actions resulting from the critical review of his office operations.

25X1 3. As a result of these discussions [] will undertake to prepare and staff out, through appropriate channels, individual presentations on specific issues. In this regard I did note that there are three areas (sub-paragraphs d.e. and f. of the attached) where [] will be seeking "guidance" rather than "approval."

25X1 4. Again I would indicate as I did in my previous memo that as time permits you read [] previous submission of his accomplished critical review, in the context of that submission being a "think piece" as opposed to an action document.



Support Operations Staff/DDS

Distribution:

O - Adses w/cy of Memo dtd 24 Feb 69 for FVD
frm JEF, same subject (DD/S Subject)

1 - DD/S Chrono

1 - SOS/DDS Chrono

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24 February 1969

MEMORANDUM FOR: [REDACTED]

SUBJECT : Support Services Staff Critical Review of Office Operations

I have tried to break out the forty-page review into smaller functional areas appropriate for DD/S consideration.

a) Recommendation a4 has been implemented (submit proposals for changes to regulatory issuances directly to the SSS).

b) Recommendation a2 (review of the total regulatory system) is just a statement of intent and need not be documented for the DD/S.

c) A paper justifying or combining recommendations a1 (editor position) and b1 (five records administration sections) should be submitted separately and staffed out with [REDACTED]

d) Recommendation a3 (make DD/S authenticating official for [REDACTED] regulatory issuances) should be informally coordinated and staffed out with the DD/P [REDACTED]. If agreement can be obtained, then an action proposal should be sent to the DD/S.

e) Recommendation b2 (regulatory issuances to assign positive roles to the Records Administration Branch and the Records Management Board) should be informally staffed out with all Directorates and then the proposed issuances should be sent to Mr. Bannerman for approval.

f) Recommendation c1 (Management Support Division becoming part of the Support Directorate). This loaded issue should be discussed with Mr. Bannerman and his guidance should be obtained on any approach to implement.

g) Recommendation c2 and c3 (establishment of a new Career service in the Support Directorate). This is a good self-sustaining package and should be prepared as an action recommendation for the DD/S.

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h) Recommendation c4, c5, and d2 (concerned with staffing positions) should be staffed out with [] and better justification established for the recommendations.

i) Recommendation c6 (training for selected junior officers) - go ahead and develop specific plans before presenting to the DD/S.

j) Recommendation d1 (SSS as part of the immediate office of the DD/S). This already exists and seems unnecessary to surface.

[]
Support Operations Staff/DNS

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69-0436

27 January 1969

MEMORANDUM FOR: Deputy Director for Support
SUBJECT : Critical Review of Office Operations
REFERENCE : DD/S 68-5721 dated 21 November 1968, same subject

1. A critical review of functions and procedures of the Support Services Staff has been conducted and we have made a number of changes in the detail of our internal operations, but the real potential for gain is in an examination of the broader role in the Agency and the Support Directorate of each of the Branches. This paper addresses the broader considerations and offers some possibly controversial recommendations in paragraph 6.


2. Regulations Control Branch.

a. We have set the objective in the Regulations Control Branch of ^(a)improving the quality of regulatory issuances, ^(b)expediting the process, and ^(c)generally upgrading the function itself by giving it a more significant role to play in dealing with the substance of issuances and the differences which arise in their processing. Toward achieving this objective we assigned a high calibre experienced support officer as the Chief of the Branch and a support career trainee as a journeyman editor,

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both of whom have writing ability. They are beginning to have some impact on the general literary quality of the issuances and I believe there has been a noticeable improvement in recent months.

b. During the past few months we have found that the overall time required to process a regulation can be significantly reduced by having members of RCB interest themselves in the substance of the regulations and take an active part in mediating the resolution of differences which arise in the coordination process, or by identifying and resolving potentially controversial issues before the issuances are put into process. Active participation of this kind not only helps to shorten the process, but contributes to the improvement in literary quality. Unfortunately such participation is extremely time consuming and it diverts manpower from editorial tasks which clearly require the attention of three full time editors. If diversion causes the backlog of editorial work to mount the overall processing time will increase because it will take longer to move routine jobs through the Branch. If we are to upgrade the function and if the Branch is to play a substantive role we need an additional position for a full time editor at the GS 13 level. If we are to attract and hold the interest of high calibre people they must have the assurance that there



is a substantive contribution to make. The alternative to providing a new position is to allow the function to continue as a purely editorial process and replace the present staff with personnel who will be content to devote a career to editing.

c. The physical separation of the Support Services Staff from the Office of the DDS can add several days to the processing time of some issuances. Some of the offices, notably Personnel and Security, address all proposals on regulatory matters to the Office of the DDS while others address them directly to the Support Services Staff. Those which go to the Office of the DDS are normally reviewed by the Operations Staff before being forwarded to SSS for processing. Time is lost in mailing from the point of origin to O/DDS and again from O/DDS to SSS. Additional time is taken in the internal processing in the Office of the DD/S. Of course, it serves the purpose of creating an awareness in the O/DDS that a particular proposal has been submitted and occasionally a potential for controversy is identified or a question of policy is raised requiring DD/S decision before processing can go forward. Sometimes action is taken before sending an item to SSS and this can mean that our records will be incomplete. Perhaps the Chief, Support Services Staff could perform the necessary review function to meet

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Now.

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3. Records Administration Branch.

a. During the past year a great deal of attention has focussed on the records problems of the Agency. Management interest was momentarily stimulated by a records storage crisis and a Records Management Board was created primarily to work toward the objective of reducing our total records holdings by 50%. The Board has been in operation since September and will be submitting its second report of progress near the end of January. The progress they have made thus far does not encourage hope that the Agency will be able to reach the objective of a 50% reduction. The volume reduced during the first thirty days did not equal the volume of new records received. Preliminary reports of activity during the last three months are somewhat more encouraging. Figures to demonstrate this will be included in the January report together with an assessment of the reasons and suggestions for subsequent actions.

b. While the Board has devoted most of its energies to the storage problem during the first months of its existence, it is also conscious of the responsibility assigned to it for the remainder of the Records Program. "It shall also study and propose solutions for the whole range of the Agency's paperwork management problems." It is still too early to judge whether

the Board will be an effective mechanism for dealing with overall records management problems or not. It was created because there was not at the time an effective mechanism for dealing with records problems in an Agency context.

25X1 c. Headquarters [] defines Record Material; describes the elements of a Records Administration program; sets forth policies to govern the program; and assigns responsibilities to the Executive Director-Comptroller, the Deputies, and the CIA Records Administration Officer. It appears to be a reasonable regulation but it does not include provision for any structure to ensure compliance. Moreover there is an implicit ambivalence in the regulation toward centralization versus decentralization. Paragraph [] says 25X1 "The Agency Records Administration program shall be administered on a decentralized basis " (underscoring added).

25X1 Later, in paragraph [] it says "the Executive Director-Comptroller, Deputy Directors, and Heads of Independent Offices shall (a) establish, direct, and maintain for their respective jurisdictions Records Administration Programs consisting of the elements outlined in subparagraph b above" (underscoring added).

25X1 Paragraph [] says "The CIA Records Administration Officer shall: (a) furnish staff guidance, assistance, and coordination of the Agency Records Administration Program." To say that

these several programs should be coordinated is meaningless. It is not possible to have one program made up of several independent decentralized programs when all of the authority to establish, direct, and maintain is delegated to separate jurisdictions and none is reserved to the "Agency Program."

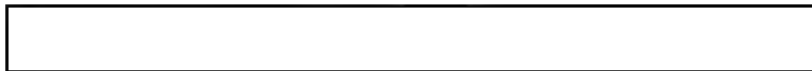
d. We have said before that it should be possible to make a decentralized program work. We have not said before that a decentralized program can work only if Agency management will accept the implications and results of decentralization. It cannot work if there is any management reluctance at the Agency level to relinquish control. Such a reluctance seems to be implied by the responsibilities assigned to the CIA Records Administration Officer in He is given a role as head of a central, Agency component offering a service but there is no requirement that the service be used and he has no authority to do anything about it when it isn't. Perhaps we should consider instead creating a decentralized structure while retaining some central line of authority if we are interested in having some semblance of compatibility and similarity among the decentralized programs. In any case, we need some redefinition of roles among the Records Board, the CIA Records Administration Officer and the decentralized authorities.

e. Before attempting to define roles it may be useful to examine the elements of a records program, Agency or otherwise, to determine whether we want to treat them in an Agency context or at a lower echelon. We have to know whether there is a serious Agency interest in paperwork management in all of its elements, or if the Agency is content to have several separate and independent programs each with its own standards of performance in each of the elements.

25X1 f. The elements of our records program as defined in are correspondence; reports; forms; records maintenance; records disposition; and vital records.

(1) Dealing with these one at a time, the Agency does not have a correspondence program nor is there any evidence that one is desired. The Agency last issued a correspondence handbook in 1955. We recognize that it is hopelessly out of date but the only demand for a revision has come from the clerical training faculty where it can be used as a tool in teaching new clerical employees some of the fundamentals of correspondence preparation. Even here it is acknowledged that new people will have to conform with the practices of the element to which they are ultimately assigned. In 1958

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handbook and a few other offices have issued a variety of manuals since but without any reference to an Agency handbook and essentially without coordination across component lines. Efforts to revise the Agency handbook in recent years have repeatedly bogged down in the coordination process because it has proven impossible to get agreement among the various echelons of management in the Agency on the basic principles of standardized correspondence practice. Management attitudes toward correspondence are very largely esthetic and practices followed in different organizational components are usually developed in terms of what is appealing to the eye of the senior manager in each component. Elements of cost, efficiency, and effectiveness in correspondence preparation are not readily apparent to the individual manager. The return to be gained from uniform practices is not so impressive in the individual organizational unit that it becomes an effective selling point in attempting to persuade the manager that a standard format should be used. The fact that the block format justified flush left, which is the Federal Government standard, will save several seconds

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of a typist's time by eliminating tabular indentations is regarded as statistical minutae because at most it can only be expected to save each girl a few minutes a day that she will otherwise idle away in any case. Considered in an Agency context, however, it is safe to suggest that hundreds of manhours might be saved each day if this one principle were adopted. Components of the Agency are not conditioned to think in Agency terms in matters far more important than correspondence standards, however, so it seems it would be futile to recommend that we have a uniform Agency correspondence system. Yet correspondence, good or bad, is the principle means of formal communication, consumes a major portion of personnel time, and creates files. Until we find some way to gain control over record creation it seems highly unlikely that we will ever find a completely satisfactory solution to the records storage problem. ✓

(2) The program for controlling Agency reports is even less active in the Agency. The objectives of Reports Management are to identify reports which are needed, improve their quality and reduce their cost while eliminating those that are unnecessary. The

control of reports is accomplished by inventorying the reports required; determining their cost; reviewing the justification for each report and for all informational items on active reports; studying the ways various reports fit into the systems and procedures of the organization; and improving reports preparation. Some Federal Agencies (e.g. VA, Internal Revenue, and Agriculture) have demonstrated that substantial savings and operational improvements are possible with reports monitoring programs.

(3) Forms, like correspondence, are designed to serve individual echelons of management and the arguments in favor of subjecting them to a broader management control are equally difficult to make persuasively. Savings to be realized in the effectiveness and efficiency of the functions which the forms serve are ordinarily significant only when dealing in the Agency aggregate. The Agency spends more than a quarter of a million dollars a year in external printing costs for "approved" forms. There is no way to estimate how much is spent on the so-called bootleg forms which exist in nearly every organizational component of the Agency. As long as there are uncontrolled copying and reproduction equip-

ments available throughout the Agency many forms will be bootlegged. Only when they become a burden will the service of forms control be sought. For example, OPPB has now sought technical help with its complex budget forms. Similarly TSD, in the past two years gave to Forms Management some 50 of their old bootleg forms which were consuming too much of their personnel and equipment time. The printing cost of a form is only one-twentieth of the cost of the procedures related to the form. Systems analysis and improvement are potentially areas of major contribution in a complete Forms Management Program.

(4) Records maintenance covers such elements as filing procedures, systems, equipment, and supplies. Years ago a filing handbook was issued establishing procedures for an administrative file system. OTR uses the handbook to train clericals and the filing system is installed in hundreds of offices. Standardization in any of the elements of file maintenance, however, cannot be realized in an Agency context with responsibility and authority for the program decentralized. The Agency has benefited from the central review of requisitions for file equipment and secure areas.

This review authority can be delegated to the Directorates and subordinate levels if there is a competence at those levels to exercise it effectively. The virtue of a centralized review becomes increasingly apparent as the new file equipment becomes more costly, unique, and specialized. But the desire of managers to manage their own operations continues here as it does in the fields of correspondence and forms. Managers like to have their records programs remain unobtrusive. They prefer to let subordinates deal with problems of paper, carbon, and file folder supplies and with the systems and procedures for organizing the files and the aggregate personnel time lost in desperate filing and searching is unknown to them. Similarly a few thousand dollars for a set of index cards never quite creates an impact on them, but the Agency total for such expenditures is millions. The selection of equipment costing a few hundred dollars less, or of a three-cent file folder instead of a thirty-cent hardboard folder may save \$100 in one safe. Saving safe space saves floor space, which eventually saves rental costs or scarce Headquarters space, but in terms of individual components these savings ordinarily are not considered impressive. The

operating manager's action is usually stimulated when some new procedure or folder has been adopted and he asks when this change was introduced and by whose authority. If it is an authority outside his own jurisdiction he may seek ways to get the new practice changed to something of his own selection. Arguments supporting Agency controls over such free-wheeling practices are difficult to communicate without embarrassment and finger pointing.

(5) The Records Disposition Program includes inventorying office files, scheduling their life cycles in the office and storage, transferring inactive files out of the offices, retrieving old records when needed, and finally destroying the obsolete records or preserving the records of enduring value. The key to records disposition are the approved Records Control Schedules which establish what is to be held for how long and where. These schedules permit files to be moved routinely without additional supervision. This does presuppose a well kept file from which duplicate material has been screened and in which is filed only that material judged by the responsible officer to have record value. Unfortunately, application of officer judgment to file content is rare. Availability of storage space for

inactive files is considered to be a problem for the managers of the Records Center. We end up with an uncontrolled flow of documents into a central facility of limited capacity. The files and retention periods in the schedules are reviewed and approved by the Agency Records Administration Officer but only to ensure that Federal requirements are observed. The individual offices decide how much over the minimum retention period they wish to hold the files in the Records Center.

(6) The vital records program is but one small part of the Agency's Emergency Planning Program (EPP). The personnel and equipment requirements of the EPP far outweigh the vital records portion. It is part of the records program because [redacted]

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[redacted] vital records must be where they will be accessible in time of emergency, [redacted]

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[redacted] and therefore vital records are stored in the Records Center. They were moved into the Center in 1961 to save manpower. A GS-12 was eliminated and the three clericals integrated with the Center's operation eliminating a 1960 request for two new positions.

g. The centralized records management program which existed in the days of the Management Staff didn't work. The decentralized program that went into effect in 1963 hasn't worked entirely satisfactorily either. Whether the Records Board as presently constituted and chartered can improve on the situation won't be known for several months but the ambivalences and ambiguities that exist in the regulation as well as management attitudes make success problematical at best.

h. Among the reasons that the records program tends to founder, whether centralized or decentralized, is that there is no effective monitoring or review system. 25X1 makes the CIA Records Administration Officer responsible for reviewing programs in the other jurisdictions. Until eighteen months ago when personalities in the senior records positions in the Clandestine Services changed he was excluded from even dealing directly with people in the Clandestine Services Divisions and Staffs who are assigned records responsibilities. Even in those areas where a courtesy review has been possible he has found it difficult to exert any real influence in part because he doesn't have the personnel to do the job effectively, but more important, because he has had no recognized authority and supporting mechanism to give effectiveness to his role. Problems of this nature tend to be so subtle that it is virtually

impossible to identify and define an issue in terms which make it presentable to higher management. In many ways these subtleties are very much like the problems of accelerating coordination of regulatory issuances. In the case of the regulatory process, however, there is at least the authenticating mechanism which requires that the services of the Regulations Control Branch be sought. It seems to me that this may offer a key to some improvement in the records program. If we can find a way to inject a requirement that the services of the Records Administration Branch be used we should be able to stimulate the program more than it has been possible to do in the past.

i. The monitoring or review function is another possible avenue by which additional control can be exerted. The present review function has not been effective, and the Inspector General does not include the records program regularly on his itinerary. An IG survey was conducted two or three years ago but a report of that survey was never published. Responsibility for review could be left entirely to the Inspector General but he would probably be able to do it only at irregular intervals. To be effective, review should be a continuing process with some mechanism for ensuring that recommendations

are considered, responses are prepared, and appropriate action and follow-up enforced.

j. Proposals of this kind are not likely to be warmly received but I believe they should be developed and presented formally for consideration, perhaps first to the Records Board. This will at least give us an avenue for testing the climate and drawing the issues in a way that we can seek management determinations about how the responsibility for records administration will be fulfilled. The Chief, Records Administration Branch and the Records Board should have positive roles to play in the development and implementation of policies and procedures; the approval and authentication of actions taken in furtherance of the program; the review and monitoring of the program; and the implementation and follow-up on approved actions. A broader regulatory base is needed prescribing the necessary policies and procedures and establishing a structure to implement them.

k. Anything we do, however, which is different from perpetuating the present void will require additional professional, qualified records personnel. Some provision should be made for the development and progression of those who have been in the Records Program for years, their progress frozen by grade structure ceilings. Perhaps we should provide opportunities for component records officers in the Support Directorate

to serve tours of duty on the Records Administration Branch. Records management officers have an orientation toward systems analysis and general administration which makes possible some interchange with personnel assigned to the Information Processing Branch. A personnel development program encompassing both groups is examined in paragraph 4j below.

4. Information Processing Branch.

a. It is too early to offer any observations about the SIPS Task Force in terms of a critical review. It is not too early, however, to begin considering its ultimate disposition. The notion that DDS management must have full responsibility for DDS systems regardless of whether they use computers, desk calculators, or quill pens is just as valid now as it was when we began the system studies which have grown into the SIPS project. We set out deliberately to develop the skills necessary to become self-sufficient. We acknowledged from the outset that we would have to rely on the Office of Computer Services for support in the technical skills of computer system design and programming in order to get the scope of our information processing system requirements operational in some reasonable time frame without waiting to develop these specialized skills for ourselves. Experience in recent months has demonstrated

that system responsibility for on-going applications is just as intense as it is for new system development. The formation of the SIPS Task Force acknowledges that skills in computer system design and programming and analytical skills representing knowledge of the subject matter and functions for which systems are being designed and operated must be responsive to a single management structure. Maintenance of on-going systems, the development of new ones, the adjudication of priorities among them, and the allocation of available resources to meet all of these demands can only be reasonably managed within a single management chain. This says that we should not be looking forward to the dissolution of the Task Force, but should be planning for its absorption into the Support Directorate. (11)

b. Absorbing the Task Force into the Support Directorate immediately raises a question about the location of the hardware. We have said from the beginning that we see no need for the Support Directorate to have its own hardware provided that the Office of Computer Services continues to be able to furnish adequate support. Whether computer systems designers and programmers have to be under the same management structure as the hardware is a debatable issue, but there is a great deal of argument to support the premise that they do not. Computer service bureaus operate all over the country where centrally

located hardware services a large number and wide variety of customer applications. Many government organizations have hardware facilities to serve customers in other organizations. We have used some of these ourselves for back up from time to time and of course, parts of our payroll application have been run on hardware at the Treasury Department for several years. It doesn't seem too unreasonable to suggest that the Operations Division could function as a service bureau in the same way. In a sense it operates that way now. Systems designers and programmers in the Management Support Division now a part of the SIPS Task Force, and other divisions of OCS are required to submit requests for service almost as though they were a part of another organization entirely. In any event the weight of the argument supports much more conclusively that the analysts, designers and programmers should be responsive to the manager who has the problem to be solved than that they should respond to the manager who controls the hardware. While probably it is not prudent to pursue this now I believe our planning for the future should anticipate that it will occur.

c. The question of whether or not the Support Directorate should have its own hardware need not be addressed now. If our applications, when implemented, require some stand-alone configuration of computing equipment it may make sense to have the

whole thing in the DDS structure. Whether this occurs or not, I don't see that it needs to affect our planning now.

d. Whether the computer system and programming talent is acquired by converting the Task Force to a permanent arrangement or not, we must plan to have this kind of competence. I expect that some of the support people now assigned to the SIPS project will have the ability to acquire the technical competence necessary and a few of them probably will do so as a result of their experience in following this project through to completion. This will not be enough, however, and if the OCS people are not transferred we will probably have to supplement it by recruitment.

e. We now have 44 positions in the Information Processing Branch and have ten more authorized for fiscal year 1970. These ten were requested and authorized as the first increment of a total of 28 we had programmed to become a permanent staff with ten to be added in FY 1971 and five more in FY 1972. Our plan was that the 25 permanent positions would be filled by people selected from among those who were then detailed and who were interested in and competent to continue in information processing systems work. The remainder of the detailees were intended to return to their parent components for employment in positions directly related to the maintenance and up-dating of

the SIPS systems or to pursue the normal progression of their career services. The transfer of the people and positions from the several offices to the Support Services Staff does not invalidate this plan and need not change it.

f. The transfer was made primarily as a matter of administrative orderliness to solidify the supervisory channel of the individuals involved and permit a more ready identification of the personnel costs of the project. There was an implicit understanding that positions would be returned to the offices when the people are returned. It would not seem inconsistent with this plan if ten of the people were transferred to the new positions after they have been established and their present positions were returned to their parent career services. The people could be selected for the new positions based upon their interest and intention to remain in systems work and, of course, their estimated potential for doing so successfully. There are some prospective problems with this approach, however. There is a possibility of ill feeling and loss of productivity among those who would like to be selected, but aren't. A more serious problem is the fact that there is not now a mechanism in the Agency for offering career progression in the system analyst profession. The problem of career management will be discussed in later paragraphs.

g. Despite the real and potential problems we are at least morally obligated to use the positions and we probably should phase people into them over the period of the first half of the next fiscal year and return ten positions to the Support Offices. Whether we should continue to program for ten more in FY 71 and five in FY 72 or drop that request and plan to keep fifteen of the transferred positions also becomes a question. Keeping the transferred positions would be contrary to the implied obligation to the offices to return them. It could also deny some of the offices the ability to accommodate people when they are returned. Bothersome problems of accounting for the positions and the people to ensure equitable redistribution will be encountered. Offices whose people are selected for long term assignment to systems work will be doubly penalized by losing the services of competent people and losing the position which could otherwise be used to accommodate a replacement.

h. Sometime during the next several weeks the SIPS Task Force is expected to relocate into space joining OCS and Support personnel in the headquarters building. As the new organization shakes down there will be a re-evaluation of the scope of the project in terms of the resources available to proceed with it. It is possible that we have over estimated the requirement for

support personnel based on faulty assumptions about the numbers of OCS personnel who would become available to work with them and the timing and feasibility of freeing them from preoccupation with maintenance of current systems. If this is true, some of the support people could be returned immediately to their parent components, or we could consider offering selected junior officers extended training in computer sciences toward the objective of broadening our base of competence in the technical aspects of computer systems design. We might explore with the Air Force, through the team of officers who did the audit a year ago for example, the possibility of sending some young officers to the Air Force for six months or a year for on-the-job training. We might send one or two for training at the university level, and we might explore the possibility of finding other alternative methods of offering equivalent training. Perhaps we should consider sending some people into extended training whether the review of the project shows a surplus of people or not. It might not be unreasonable to consider using some of the ten positions as a development complement to permit indulgence in a program of this kind.

i. Whatever we do, it is imperative that we keep in mind the need for resources for the future. We cannot afford to get into the position again where we are unable to take on

new projects of whatever magnitude because we are too preoccupied with maintaining on-going systems and responding to crisis requirements. We must be adequately staffed to deal with the day to day dynamics of information systems and we must at the same time be able to keep pace with the state of the art and move forward to more sophisticated planning and management information systems. This cannot be done with spartan personnel planning and staffing. If we plan and staff adequately we should be able to avoid the condition of all of our systems becoming dated at virtually the same time, as has occurred with our present systems, and thereby avoid the need to undertake again a massive project of the size and complexity of the present SIPS effort. ✓

j. Adequate planning requires that we have a personnel management system which will be attractive to talented people who are interested in system analysis and design while at the same time meeting the requirements of the organization. We do not have a career service in the Agency for information processing personnel and it is not likely that one will be developed to cross Directorate lines. Directorate information processing coordinators generally agree that knowledge of the subject area is an indispensable qualification for people doing systems work. ✓ In general, this also applies to applications programmers. It is also true that other Directorates are accustomed to having

career services coincident with the organizational structure and managing personnel within those constraints. Only the Support Directorate provides for the movement of personnel across functional specialties toward the development of support generalists. Perhaps it is true that only the support functions have enough thread of homogeneity to make this a practical approach to career development and personnel management. Whether this philosophy can be legitimately extended to include information processing in the Support Directorate is highly conjectural and must wait to be proven until several people have rotated through the information processing function. This makes it all the more important that we retain as much flexibility as possible in staffing the information processing function until we have an opportunity to assess the realities and practicalities of moving people from the several support offices into the information processing business and back again. Probably the key problem to be overcome is to find a way to guarantee that individuals assigned to systems work will remain competitive with their contemporaries who continue in the pursuit of normal careers. A tour in systems work must come to be regarded with a significance equal with overseas tours or any other assignment as a qualification for advancement. This cannot occur simply by announcing that it should and will only

occur after its validity has been proven. Proving the validity will be difficult because of the time it takes to become a productive member of a system team and people will be out of the mainstream of competition longer than they would for a normal tour.

k. The requirement for a permanent systems staff of the most highly qualified analysts and some who have a depth of technical computer science competence is an additional complicating factor because this competence cannot be sustained by normal rotational assignment. Some alternative or supplementary personnel management mechanism will have to be found.

1. We know that there will be a requirement for people with system knowledge in the offices when new systems have been implemented. We know that many system requirements have been identified in several of the support offices outside the scope of the present projects. We can anticipate these requirements will grow rather than diminish in the coming years. Demands for higher levels of sophistication will grow and requirements for new management information and planning systems will become essential at every echelon of management. To meet these requirements it would seem advisable to plan for the development of system competence in each of the offices in addition to the overall general Directorate staff expertise. A nucleus for the

development of this concept may already exist in some offices. The Office of Finance has a GS-15 position for a Special Assistant for data processing and the Office of Logistics has a GS-14 position in its Planning Staff. Other offices have positions fully or partially dedicated to support of information processing activities. The need for additional positions in the offices can be expected to grow as systems are implemented and new requirements develop. Perhaps these positions, those assigned to the Information Processing Branch, and others yet to be identified should be incorporated into a new Support Information Processing Career Service or they should be managed by a separate panel within the Support Career Service. As the requirements grow for additional positions in each office, including those that will be returned to the offices, a reasonably broad base for career development will evolve.

m. Information processing deals with data creation, storage, processing, disposal, and destruction - nearly all of the elements of a records management program. System analysis techniques, in their fundamentals, have a great deal in common whether the systems having problems to be solved require manual or automated solutions. There are career management problems in the records management field, too. Records management people in the Records Administration Branch now carry the career

designations of Support generalists only because there is no other convenient way to provide for their career management. They are not competitive in any way with other support generalists. The functions they perform are much more closely related to information processing functions than they are to support. Perhaps we should consider incorporating records personnel into the Information Processing career service in the Support Directorate. This would offer an even broader base for career development and it might, over time, remove from the records function some of the stigma of sterility which currently seems to characterize it.

n. While a plan of this kind may be helpful in the long term, it doesn't help directly with the problems of personnel career management already apparent in the Information Processing functions. Positions transferred to the Support Services Staff were established at the grade level of the incumbents. In order to arrange them in some semblance of orderly organizational structure it was necessary to underslot some positions and assign people in personal rank assignments in others. A few people have been promoted since they were transferred and these are also carried in personal rank assignments. The result is that we have three people underslotted and seven in personal rank assignments. In the case of the

Office of Communications we have a special problem. Personnel they have contributed to the information processing function have been carefully selected for their expressed interest and estimated potential to succeed from among personnel whose utility in the Communications career service has become limited because they are no longer eligible for overseas service or because of some other extenuating circumstance. One of them has successfully completed an intensive programming course conducted by the Office of Computer Services and another is currently enrolled. We have nothing to offer these people but vague assurances that there can be a career for them in the information processing profession. This is less than satisfactory from the point of view of the individuals and their management. Their present career service can offer them nothing in recognition of their achievements in information processing and there is no other mechanism to permit their advancement unless we are able to arrange with the Office of Computer Services to have them assigned to positions there. This might offer an acceptable expedient for the one or two individuals who are presently involved but it is not acceptable as a long term approach to the problem. It is an alternative that may have to be accepted because of the problems involved in creating the mechanisms which will offer others.

5. Support Services Staff.

25X1 a. In creating the SIPS Task Force we decided that the talents of the person [] in the position of the Deputy Chief of the Support Services Staff could be most effectively used by allowing him to resume the role of Chief of the Financial Resources Section. He still encumbers the position of the Deputy Chief of the Staff but stopped functioning in that capacity when the Task Force was created. The lack of a Deputy is not a particular problem as far as work load is concerned with the Task Force reporting directly to the ADD/S. The only time it might become a problem would be during absences of the Chief, and this was not a serious problem before we had a Deputy. During these absences the Chiefs of the Records Administration and Regulations Control Branches each reported directly to the Executive Officer to the DDS. We could return to this practice for the duration of the Task Force. Alternatively, we could designate one of the Branch Chief to act during absences of the Chief. On the other hand we could ask the Director of Finance for another position to accommodate 25X1 [] or we could assign him in July to one of the ten new positions which become available in FY 70. Either of these latter actions would free the Deputy position for immediate assignment of someone else that were desirable.

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b. These alternatives do not address themselves to the occasional requirement for an alternate in the role of the Information Processing Coordinator. As you know, I have withheld a GS-14 Senior System Analyst [] and two career trainee junior analysts from the Task Force to furnish staff support in the IPC function. The Senior Analyst could also report directly to EO-DD/S if that alternative were selected, or he could fit within the other alternatives in the same way that the Records and Regulations Branch Chiefs do.

25X1

c. The choice among these alternatives may, to some extent, depend upon a clarification of the relationship of the Support Services Staff to the Office of the DD/S. Because of the relatively informal way in which this staff evolved, and perhaps also because of its physical separation there occasionally appears to be some fuzziness about whether we relate to the Office of the DD/S as the Support Offices do, or as the recently designated Plans and Operations Staffs do. We have some similarities with, and we differ from both in several ways. The most striking, and perhaps the only significant similarity with the Offices, and difference from the Plans and Operations Staffs, is the fact that we have a separate budget and staffing complement. All things considered, it seems to me that the advantages of acting as though we were a part of the immediate

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Office of the DD/S far outweighs any advantage there might be in functioning as a separate, office-like entity.

6. Recommendations.

a. Regulations Control Branch.

It is recommended that:

(1) A position be authorized and established at the GS-13 level to accommodate a full time editor.

(2) An objective and complete review of the total regulatory system be undertaken whenever resources can be made available to do it.

(3) Agreement be sought to change the authenticating procedure to make the DD/S the authenticating official for Headquarters regulatory issuances.

(4) That Support Offices be requested to submit proposals for changes to regulatory issuances directly to the Support Services Staff rather than to the Office of the DD/S.

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b. Records Management Branch.

It is recommended that:

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(1) Five additional positions be authorized for the Records Administration Branch (This request was included in our Program submission last year for FY 70 but eliminated at the Agency level).

(2) You approve the development of proposed regulatory issuances designed to assign positive roles to the Records Administration Branch and the Records Management Board: for the development and implementation of policies and procedures; in the approval and authentication of actions taken in any organizational component relating to any of the elements of a records program; to give strength and meaning to the monitoring and review functions; and to generally re-align the authorities and responsibilities for the program toward centralized control through a decentralized structure.

c. Information Processing Branch.

It is recommended that:

(1) You approve in principle our proceeding to plan on the basis of the off-the-record assumption that the SIPS Task Force, including the Management Support Division of OCS, will eventually become a part of the Support Directorate.

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(2) You authorize me to proceed with the Director of Personnel: to create a realistic staffing complement for the Information Processing Branch; identify positions in the Support Offices currently concerned with information processing functions and those which are planned to become associated with it; and that a new panel within the Support Career Service be established to manage all of these positions.

(3) Positions in the Records Administration Branch and at the Records Center be made a part of the new career service.

(4) We begin to return positions, but not necessarily bodies, to the Support Offices up to ten during the first half of fiscal year 1970.

(5) We continue to program for ten additional new positions in FY 71 and five more in FY 72 to make up the total of 25 we originally programmed.

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(6) We develop plans to offer extensive training for selected young junior officers at the Air Force, commercially, at Universities, or in other ways subject to individual approval, toward the objective of broadening our base of technical competence in the computer sciences.

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d. Support Services Staff.

It is recommended that:

(1) The Support Services Staff function and be treated as a part of the immediate Office of the DD/S as the Plans and Operations Staff are with the only differences being that we continue to have a separate staffing complement and budget, and, purely for purposes of clarification, that this be explained at a DDS Staff meeting.

(2) The question of the Deputy position be allowed to rest as it is until new positions are created in FY 70 at which time the present incumbent can be reassigned to one of those, and the Chiefs of the Records and Regulations Branches and the IPC alternate report directly to EO-DD/S during absences of the Chief.

[Redacted Signature]

Chief, Support Services Staff

25X1